

# COMPLETE STREETS WORK GROUP

## Louisiana Department of Transportation and Development



**MEETING #4**  
**December 2, 2009**



**State Project No. 736-99-1478**

# Work Group Meeting #1

August 18, 2009 at LDOTD 3<sup>rd</sup> Floor Conference Room, 1 to 3:30PM

- Introductions
- Review of Senate Concurrent Resolution 110
- Work Group Objectives and Project Team Strategy
- Brief Introduction to Complete Streets



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# Work Group Meeting #2

September 22, 2009 at Capital Park Welcome Center (all day work shop)

- Introduction to Complete Streets
- Implementing Complete Streets
- Effective Complete Streets Policies
- Your Vision of Complete Streets (Brainstorming a Policy)



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# Work Group Meeting #3

October 28, 2009 at Capital Park Welcome Center, 1-4PM

- Review What Complete Streets Are/Purpose of Work Group
- Develop Complete Streets Policy (SCR: Guidelines)
- Identify Implementation Strategies (SCR: Administrative and Legislative)



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# Work Group Meeting #4

## Agenda and Purpose

December 2, 2009 at Capital Park Visitors Center

- Louisiana's Complete Streets Policy
  - Review of Feedback/Homework: Final Discussion of Outstanding Issues
- Implementing Louisiana's Complete Streets Policy
  - Adoption Actions
  - Responsibilities
  - Actions for Implementation and Review of Feedback/Homework: Final Discussion of Outstanding Items
- Where do we go from Here?
  - Priorities Exercise
  - Report to Secretary



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## COMPLETE STREETS WORK GROUP



# LOUISIANA'S COMPLETE STREETS POLICY

# Homework Results

- 65% Return Rate (15 out of 23) Also got 2 from DOTD reps, not included in statistics
- 1. As a representative of the above mentioned organization, agency, department or group of organizations, the following best represents my efforts to report on the Work Group efforts to the group I represent:
  - a) I have reported back to a wide audience
  - b) I have reported back to a select group of decision makers
  - c) Other: \_\_\_\_\_
  - d) Have not yet reported back
- 87% said a, b or c. (13 of 15)
- 13% said d (2 of 15)



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# Homework Results

2A. If you answered that you had reported back, which of the following most closely represents the responses and reactions received:

- a) We are fully in support of a Complete Streets Policy
  - b) Decision makers at my agency/organizations have remaining questions about how a Complete Streets Policy would affect them
  - c) We need additional information about Complete Streets in order to form an opinion
  - d) Other: \_\_\_\_\_
  - e) We are not fully in support of a Complete Streets Policy
  - f) Not sure/prefer not to answer
- 76% (10 of 13) said a
  - 8% (1/13) said c
  - 8% (1/13) said d
  - 8% (1/13) said f



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# Homework Results

2B. If you answered that you had not reported back, which of the following most closely represents the reason why

- a) There is no need to report back
  - b) I haven't scheduled the appropriate forum for doing so yet
  - c) I don't have enough information to report back to my group
  - d) Other: \_\_\_\_\_
  - e) There is a lack of interest in Complete Streets Policy at this time
  - f) Not sure/prefer not to answer
- 100% (2 of 2) indicated B – either they hadn't yet scheduled the appropriate forum or it had to do with timing, too busy. Both indicated that their organization was generally supportive.



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# Homework Results

## Work Group Meeting #3 Policy Development Exercise: What works best for Louisiana?



Using the 10 Elements:

1. Vision
2. All Users
3. Create a Network
4. All Agencies
5. All Projects
6. Grant Exceptions
7. Standards
8. Context Sensitive
9. Performance Standards
10. Implementation



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# Homework Results

## Work Group Meeting #3 Policy Development Exercise: What works best for Louisiana?

A. Baseline (Statewide Bicycle and Pedestrian Plan)	B. Best Practice (North Carolina)
<p>The vision for this plan is to <u>enable people to regularly walk and bike safely and comfortably along and across Louisiana's roads</u> to access schools, jobs, social services, shopping, and transit and for health and recreation.</p>	<p>Transportation, quality of life, and economic development are all undeniably connected through well-planned, well-designed, and context sensitive transportation solutions. To NCDOT, the designations "well-planned", "well-designed" and "context-sensitive" imply that transportation is an integral part of a comprehensive network that safely supports the needs of the communities and the traveling public that are served.</p>
C. Brain Storm	D. Recommendation (Project Team Developed)
<p>It is the vision of the Complete Streets workgroup to create a <u>Comprehensive, integrated, connected</u> transportation network that allows <u>all users</u> to choose between different transportation modes.</p> <p>Such a network shall utilize the latest and best design guidelines as they apply to bicycle, pedestrian, transit and highway facilities and be considered with public discussion in all phases of the project development process, recognizing that all streets are different and use of the facility should be balanced to ensure that the solution will enhance the community.</p>	<p>It is the vision of the Complete Streets workgroup to create a comprehensive, integrated, connected transportation network for Louisiana that balances access, mobility, and safety needs of motorists, transit users, bicyclists, and pedestrians of all ages and abilities.</p>

### 1. SET A VISION

*An ideal Complete Streets Policy sets a Vision for how and why the community wants to complete its streets.*

*Visions are not 'one size fits all'*

A

B

C

D

With  
minor  
modifications

*What works best for Louisiana?*



# 1. Vision / 2. All Users

- It is the vision of the Complete Streets workgroup to This policy will create a comprehensive, integrated, connected transportation network for Louisiana that balances access, mobility, health, and safety needs of motorists, transit users, bicyclists, and pedestrians of all ages and abilities. For the purposes of this policy, 'pedestrians' includes users of wheelchairs and other mobility aids.

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# 3. Create a Network

- This policy ~~has been developed to ensure~~ a fully integrated transportation system, by planning, funding, designing, constructing, ~~and~~ managing and maintaining a complete and multi-modal network that achieves and sustains mobility, while encouraging access and accommodating walking, biking, and transit opportunities all users safely.



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# 4. All Agencies

- LDOTD will provide the leadership to implement this policy ~~by undertaking the actions outlined on all transportation projects that involve federal or state funding, jurisdiction or approval.~~
- LDOTD recognizes the need for interdisciplinary coordination to efficiently effectively develop, operate, and maintain bicycle and pedestrian ~~accommodations networks~~. LDOTD will ~~encourage work with and help~~ provide training opportunities to Metropolitan Planning Organizations, Transit Agencies, Parishes, ~~Cities, and local governments~~ municipalities and other stakeholders to do the same. This includes early coordination to identify whether a reconstruction or new construction project will impact a route identified on a local plan.
- LDOTD will offer training opportunities and other resource tools on planning, designing, operating and maintaining accommodations for all users. on other transportation projects across the state. in the following areas: Engineering, Education, Enforcement, Encouragement and Evaluation.



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# 5. All Projects / 6. Context Sensitive

- Provisions for ~~pedestrians and bicycles~~all users will be integrated into the ~~planning, design, maintenance, and operations~~project development process for the entirety of ~~right of way~~for all projects through design features appropriate, ~~using to the context~~Context of the ~~transportation facility~~Sensitive Solutions.
  - On all new and reconstruction roadway projects that serve adjacent areas with existing or reasonably foreseeable future development or transit service, the Department will plan, fund and design sidewalks and other pedestrian facilities. The appropriate facility type will be determined by the context of the roadway.
  - On all new and reconstruction roadway projects, the Department will provide ~~bikeways and~~ bicycle accommodations appropriate to the context of the roadway - in urban and suburban areas bike lanes are the preferred bikeway facility type on arterials and collectors. The provision of a paved shoulder of sufficient width, a shared side-path, or a marked shared lane may also suffice.
- All projects shall consider the impact that improvements will have on ~~pedestrian and bicycle~~ safety for all users and make all reasonable attempts to mitigate negative impacts on ~~these~~non-motorized modes. Restricting ~~bicycle and pedestrian~~ access should not be considered as an appropriate strategy with the exception of those limited access facilities where pedestrians and bicycles are prohibited. The Department will strive to ensure projects do not become barriers to walking and bicycling by providing appropriate safe crossings and ensure transportation projects comply with the ~~Americans with Disabilities Act Accessibility Guidelines (ADAAG) and the Public Right of Ways Accessibility Guidelines (PROWAG)~~.most current accessibility guidelines.

# 7. Exceptions

- There are conditions where it is generally inappropriate to provide bicycle and pedestrian facilities. These instances include:
  1. Facilities where bicyclists and pedestrians are prohibited by law, such as interstates, from using the roadway. In this instance, a greater effort may be necessary to accommodate bicyclists elsewhere within the same transportation corridor.
  2. The cost of providing bicycle and pedestrian facilities would be excessively disproportionate to the need or probable use. ~~Excessively disproportionate is defined as exceeding twenty (20%) of the cost of the project.~~
  3. Other factors where there is a demonstrated absence of need or prudence. For example, in rural areas or undeveloped areas where future development is not anticipated, sidewalks and designated bikeways will generally not be provided.
  4. On projects that are preservation only, DOTD will only consider improvements that do not require right-of-way acquisition, utility relocation, or major construction to provide bicycle or pedestrian accommodations, such as relocating or enclosing roadside drainage. Narrowing lanes, restriping and other means of providing improved bicycle and pedestrian access shall be considered on preservation projects. ~~If a retrofit is necessary adjacent to a preservation only project in order to provide safe access to non-motorized transportation users, the department will work with local government to identify funding for the retrofit as a separate project.~~ When an identified need or candidate for retrofit is identified, the department will work with local government to identify funding for the retrofit as a separate project.
  5. Maintenance for sidewalks and bicycle paths separated from the Roadway will be the responsibility of the local jurisdiction. Maintenance Agreements will be required as a provision of the entire project. When an MPO or municipality ~~a locality~~ is not in agreement with LDOTD's accommodation for bicycles or pedestrians, ~~they~~ the locality can introduce a formal appeal by means of a resolution adopted by the local governing body or board. The resolution must be submitted to the chief engineer for review and consideration prior to the final design approval.
- Exceptions for not accommodating bicyclists and pedestrians in accordance with this policy will require the approval of the LDOTD Chief Engineer. For exceptions on Federal-aid highway projects, concurrence from the Federal Highway Administration must also be obtained.

# 20% Cost Exception

- *The cost of providing bicycle and pedestrian facilities would be excessively disproportionate to the need or probable use. ~~Excessively disproportionate is defined as exceeding twenty (20%) of the cost of the project.~~*
- Concern that 20% is too high
  - Raises red flag that this is going to be costly!
  - Concern often reflects relationship to capacity, not safety
  - Makes the point that its really important
- Concern that 20% is too low
  - Doesn't prohibit separate project being done
- Concern that the language is arbitrary
- Note: Currently LDOTD spends .8% of their federal funds on pedestrian projects



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# 20% Cost Exception

- Pop Quiz: Where does the Cost Exception come from?
- What have other states done?
  - North Carolina: no exception for cost
  - Tennessee: uses the FHWA language
  - Virginia : total cost of bicycle and pedestrian accommodations to the appropriate system (i.e. interstate, primary, secondary or urban system) would be excessively disproportionate to the need for the facility
- What works best for Louisiana?
  - Recommend not using 20%.



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# Preservation Only Projects

*On projects that are preservation only, DOTD will only consider improvements that do not require right-of-way acquisition, utility relocation, or major construction to provide bicycle or pedestrian accommodations, such as relocating or enclosing roadside drainage. Narrowing lanes, restriping and other means of providing improved bicycle and pedestrian access shall be considered on preservation projects. ~~If a retrofit is necessary adjacent to a preservation only project in order to provide safe access to non-motorized transportation users, the department will work with local government to identify funding for the retrofit as a separate project.~~ When an identified need or candidate for retrofit is identified, the department will work with local government to identify funding for the retrofit as a separate project.*

- This exception stems from the bicycle and pedestrian plan, to address a concern about retrofitting on preservation-only projects.
- However, its necessary to point out that there are other means of improving access, and those should still be considered.
- Finally, sometimes those retrofits need to happen – and can happen as a separate project.



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# Preservation-Only Projects and ADA

- Section 504 of the Rehabilitation Act of 1973 (Section 504) (29 U.S.C. §794) and Title II of the Americans with Disabilities Act of 1990 (ADA) (42 U.S.C. §§ 12131-12164) prohibit public agencies from discriminating against persons with disabilities...Any project for construction or alteration of a facility that provides access to pedestrians must be made accessible to persons with disabilities. This does not mean that ADA requires public agencies to provide pedestrian facilities, however, when a public agency provides a pedestrian facility, it must be accessible to persons with disabilities to the extent technically feasible.
- ADA Transition Plans will focus on making facilities accessible (ie retrofitting) separate from ongoing project development process – Complete Streets Policy only applies to new and reconstruction projects.



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# Maintenance and Local Governments

*Maintenance for sidewalks and bicycle paths separated from the Roadway will be the responsibility of local jurisdiction. Maintenance Agreements will be required as a provision of the entire project. When an MPO or municipality ~~& locality~~ is not in agreement with LDOTD's accommodation for bicycles or pedestrians, the ~~y-locality~~ can introduce a formal appeal by means of a resolution adopted by the local governing body or board. The resolution must be submitted to the chief engineer for review and consideration prior to the final design approval.*

- One concern expressed was that this places an unfair burden on local government to maintain facilities .
- Second issue of stronger standards
- Opportunity to include MPOs



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# Maintenance and Local Government

- Somewhat similar to existing policy for sidewalks:
  - Sidewalks may be included in highway construction plans at the request of municipal or parish authorities, provided that all construction costs are borne by the requesting agency and the Department is reimbursed in full by said agency prior to commencing of construction. The municipality or parish authority will be required to accept responsibility for operation and maintenance of the sidewalk.
  - On Federal Aid Projects, it will be the responsibility of the Road Design Engineer after concurrence of FHWA, to prepare written recommendations for the use of sidewalks to be included in the plans for approval by the Chief Engineer. The municipality involved will be required to accept the responsibility for operation and maintenance of the sidewalk.
- Now municipality has opportunity to formally appeal decision to include a sidewalk.

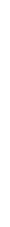


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# Passing Maintenance on the adjacent property owner

- Louisiana Revised Statute 33:3675.1 Improvements Authorized
- Louisiana Revised Statute 33:3684 Liability of abutting property owners
- Jefferson Parish, Louisiana Code of Ordinances Article V. Construction of Sidewalks: Section 29-142 – 29-152. Duty for sidewalks conveyed to abutting property owner.



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## 8. Design Standards

- ~~The accommodations~~ Facilities will be designed and constructed in accordance with applicable laws and regulations, ~~and built, or installed,~~ using guidance from the following, but not limited to: -LDOTD guidelines and manuals, and American Association of State Highway and Transportation Officials (AASHTO) publications, the Manual on Uniform Traffic Control Devices (MUTCD), the Americans with Disabilities Act Accessibility Guidelines (ADAAG) and the Public Right of Ways Accessibility Guidelines (PROWAG).



# 9. Performance Measures /

## 10. Implementation

- The Department recognizes that a well-planned and designed transportation system that is responsive to its context and meets the needs of its users is the result of thoughtful planning and engineering. The Department further recognizes the need to provide a framework for evaluation and targeted strategy for implementation steps identified. To this end, the Department will work with a diverse group of stakeholders, including transportation professionals, interest groups and others, as appropriate, to continue to support the implementation efforts both internal and external to the department.



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## IMPLEMENTATION

# Implementation

- Adoption of Administrative Policy
- Responsibilities
- Actions for Implementation



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# Adoption of Administrative Policy

- LDOTD plans to adopt administrative policy
  - Secretary signature
  - Date effective
  - Stage of project effective

\*\*\*pending final policy language!\*\*\*

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# Responsibility for Implementation

- LDOTD responsible for Implementation (Restructure, Rewrite, Retrain, Retool)
  - Work Group Report (and Bike and Ped Plan) make general recommendations for actions to implementation, not a comprehensive implementation strategy
  - Responsibility for implementation strategy and meeting targets often role of ongoing Advisory Committee

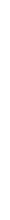


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# Examples of Responsibility for Actions

- REWRITE: Update the Road Design Manual and English Design Standards (Guidelines) to reflect other recommendations: *Chief Engineer, Road Design Section, Bicycle and Pedestrian Coordinator (could be done by outside entity)*
- RETRAIN: Assign and train a pedestrian and bicycle liaison at every district office: *Bicycle and Pedestrian Coordinator, District Administrator, LTRC*



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# Examples of Responsibility for Actions

- RETOOL: Annually identify the following measures during *routine inventory process*
  - Portion of right of way dedicated to non-motorized traffic
  - Road crossing width
  - Functional width of sidewalk
  - Distance between travel lane and sidewalk



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# Bicycle and Pedestrian Advisory Committees (BPACs)

- 2001 Study for VDOT identified:
  - Twenty-eight states have BPACs
  - Of these, eleven created by law
  - Of the twenty-two states without BPACs, five maintain formal ongoing relationship with statewide bicycle or pedestrian advisory group and six maintain some type of relationship with some advocacy organization or individual citizens



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# Roles of Advisory Committees

- Provide technical and political support
- Assist with implementation for actions outside of the scope of LDOTD
- Coordinate with partner agencies
- Establish or advise strategic implementation plan on annual/quarterly basis
- Review performance measures to help steer and advise on-going implementation strategy



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# Homework Results: Work Group Meeting #3

## Implementation Strategies Exercise: Getting to there from Here

### Administrative Implementation Strategies

Restructure  
Procedures

Re-write Design  
Manuals

Retrain Planners  
and Engineers

Re-tool  
measures to  
track outcomes

### Other Tools for Advancing Complete Streets throughout Louisiana

Legislative  
Changes

Resources for  
Local  
Government

Coordination  
and  
Partnerships

# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- Restructure the Procedures:
  - In reconstruction projects, upgrade existing sidewalks and ramps, ~~where necessary~~, and include crossing improvements as appropriate.
  - In preservation projects, upgrade ramps and include crossing treatments, as appropriate .
  - Develop a program to upgrade pedestrian infrastructure on transit routes, ~~where necessary~~, to include accessible sidewalks and crossing treatments.



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- Work with partner agencies ~~and~~ to develop and implement targeted encouragement and education programs ~~to~~ that seek to increase levels of walking and bicycling. Encourage the participation of non-governmental organizations in areas including health care, ~~and~~ health insurance providers, and economic development.
- Ensure all new pedestrian facilities installed by the Department will comply with the Americans with Disabilities Act Accessibility Guidelines, specifically the Public Rights-of-Way Accessibility Guidelines issued in 2005.



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- Existing pedestrian facilities on roadways will be brought into ADA compliance during ~~resurfacing~~-preservation and reconstruction projects.
- Include LDOTD Bicycle and Pedestrian coordinator in project initiation meeting, and build staff accordingly. This includes having road design staff at headquarters and at every district office with an expertise in designing on-road bicycle facilities.
- Incorporate bicycle and pedestrian safety considerations into other safety projects and ensure that safety projects improve safety for all modes., ~~where feasible.~~



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- ~~— Pedestrian and bicycle elements to be considered and funded as integral project components~~
- Upgrade existing pedestrian and bicycle facilities and sidewalks and pedestrian facilities to meet current standards as part of all reconstruction transportation projects ~~, where appropriate~~
- Design standards of sidewalks and pedestrian accommodations will be based on the most current available national guidelines and best practices.



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- REWRITE THE MANUALS

~~On roadways where bicycling and walking is not specifically prohibited, new bridges and bridge reconstruction projects should accommodate bicycle and pedestrian where walking and bicycling is not specifically prohibited.~~ New bridges and bridge reconstruction projects shall accommodate bicycles and pedestrians where walking and bicycling is not specifically prohibited. Note: The specific type of accommodation will be determined based on the type of roadway and type of bicycle and pedestrian accommodations provided on the bridge approaches, however the presence of bicycle and pedestrian facilities on the approaches will not be a prerequisite for the provisions of bicycle and pedestrian facilities on the bridge. Accommodations will typically include bike lanes or shoulders, and sidewalks on both sides of the bridge. Bicycle and pedestrian facilities may be separated from the adjacent traffic by a barrier on longer bridges that carry high speed traffic.



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- Provide staggered continental marked crosswalks at all four legs of signalized intersections, ~~where appropriate.~~
- Avoid using rumble strips on shoulders used by bicyclists unless there is a minimum clear path of 4 feet from the rumble strip to the outside edge of the paved shoulder, or 5 feet to the adjacent guardrail, curb or other obstacle. Gaps (12-foot gap every 40 to 60 feet) in the rumble strip should be provided to accommodate left turn and merging movements, and to enable bicyclists to avoid debris in the shoulder and to pass other bicyclists .



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- Use the following methods to retrofit bike lanes (or paved shoulders) on urban and suburban roadways:
  - Reducing travel lane widths (referred to as road diet) – lane widths may be reduced per the flexibility defined in AASHTO's Policy on the Geometric Design of Highways and Streets and based on engineering judgment.
  - Reducing the number of travel lanes – ~~an engineering~~ a traffic analysis may be done on roadways with excess capacity to determine if they are candidates for this treatment.
  - Reconfiguring or reducing on-street parking – this method is a last resort, as changes to parking are often opposed by adjacent landowners.
- RETRAIN
  - Provide training opportunities to MPO staff, parishes and municipalities in Complete Streets. ~~as part of MPO outreach effort.~~



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# Homework Results

## Work Group Meeting #3 Implementation Action Exercise: Getting to There from Here

- OTHER TOOLS FOR ADVANCING COMPLETE STREETS IN LOUISIANA
  - Promote Complete Streets Program as a means of helping MPOs meet regional Air Quality Conformity Objectives by allowing CMAQ funds to be used to fund non-motorized transportation projects.
  - Work with local governments and private developers to ensure that sidewalk and pedestrian accommodations are provided ~~where appropriate.~~



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## COMPLETE STREETS WORK GROUP



# WHERE DO WE GO FROM HERE

# Where do we go from Here?

- Participatory Exercise to identify priorities for implementation, for moving forward from this point. (See instructions).
- What do you think are the most important actions, steps or strategies for furthering Complete Streets in Louisiana, and for furthering the implementation of an administrative Complete Streets policy at the LDOTD?
- Examples:
  - Single action: develop formal process for exceptions
  - Group of actions: rewriting the manual
  - Broad statement: continued dialogue with stakeholders and advocates



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# Work Group Report

- “The Secretary shall submit the Work Group’s interim Report to the Senate and House Committees on transportation, highways and public works no later than January 31, 2010”
- “The Secretary shall present the final report of the Work Group to such committees no later than the 2010 Legislative Session. “



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# Work Group Report

- Part I: Background/Introduction (you will receive today)
  - What are Complete Streets
  - What does a Complete Street Look Like?
  - Defining Complete Streets
  - Costs and Benefits of Complete Streets
  - Common concerns
    - Liability
    - Maintenance



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# Work Group Report

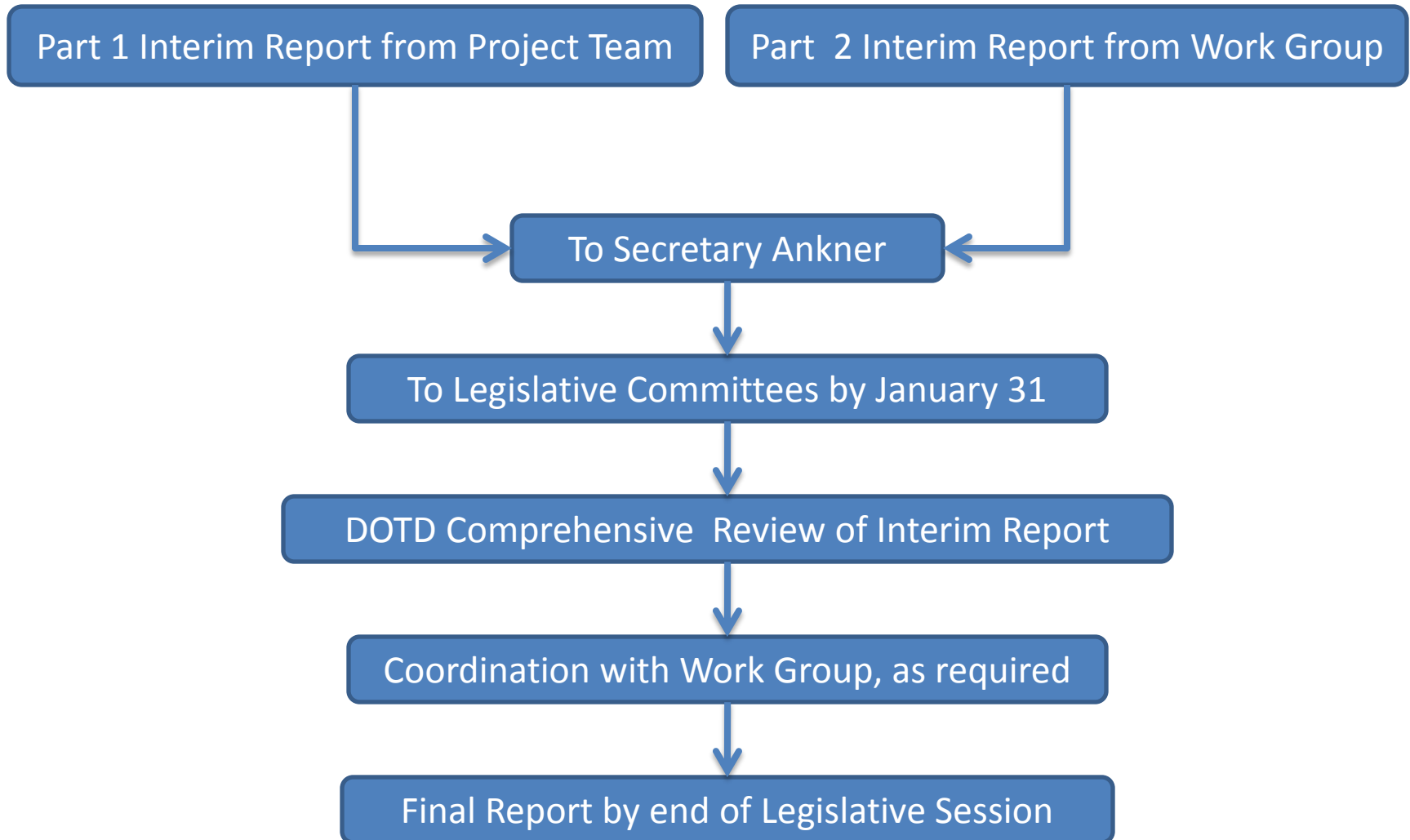
- Part II: Complete Streets in Louisiana (final decisions made today)
  - Overview of Complete Streets Work Group Effort
  - Policy Statement
  - Implementation Strategies
- Appendices
  - A: Legislation to Support Complete Streets
  - B: Resources for Local Government



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# Report to Secretary





# THANK YOU FOR YOUR PARTICIPATION!

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# PHOTO CITATIONS

1. [www.pedbikeimages.org](http://www.pedbikeimages.org) / Dan Burden
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